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Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations

Financing of the United Nations Stabilization Mission in Haiti

Financing arrangements for the United Nations Stabilization Mission in Haiti for the period from 1 July 2009 to 30 June 2010

Report of the Advisory Committee on Administrative and Budgetary Questions

I. Introduction

1. The Advisory Committee on Administrative and Budgetary Questions has considered the note by the Secretary-General on financing arrangements for the United Nations Stabilization Mission in Haiti (MINUSTAH) for the period from 1 July 2009 to 30 June 2010 (A/64/728). During its consideration of the note, the Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. As indicated by the Secretary-General, in its resolution 1892 (2009), the Security Council decided that MINUSTAH would consist of a military component of up to 6,940 troops and a police component of up to 2,211 police. Subsequently, in order to support the immediate recovery, reconstruction and stability efforts after the devastating earthquake on 12 January 2010 in Haiti, the Council, in its resolution 1908 (2010), decided that MINUSTAH would consist of a military component of up to 8,940 troops of all ranks and a police component of up to 3,711.

3. The Secretary-General indicates that the tragic loss of life of MINUSTAH personnel, the magnitude of the damage to the Mission's equipment, facilities and infrastructure, as well as the requirements to respond to the wider humanitarian crisis have significant implications for resource requirements for MINUSTAH for the period from 1 July 2009 to 30 June 2010.

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II. Resource requirements

4. The Advisory Committee recalls that, in its resolution 63/294, the General Assembly appropriated an amount of $611,751,200 for the maintenance of MINUSTAH for the period from 1 July 2009 to 30 June 2010. Upon request, the Committee was provided with a table showing current and projected expenditure for the 2009/10 financial period as at 31 March 2010 (see annex).

5. The projected revised requirements for the Mission for the period from 1 July 2009 to 30 June 2010 presented in the Secretary-General's note would amount to $732,393,000. The Committee notes that the total additional requirements of $129,341,800 are offset in part by an amount of $8,700,000 identified from the reprioritization or deferment of originally approved activities and programmes, resulting in a net increase of $120,641,800 over the appropriation of $611,751,200 approved by the General Assembly.

6. The Secretary-General's proposal is based on five key areas driving the additional cost estimates, namely, support to the additional uniformed personnel authorized by the Security Council in resolution 1908 (2010); support to MINUSTAH staff; replacement and repair of assets and infrastructure; the support office in Santo Domingo; and funding for the community violence reduction programme.

7. The Advisory Committee was informed that, owing to the devastating consequences of the earthquake and the short time frame before the end of the current financial period, the Secretary-General was unable to submit a revised budget for the period from 1 July 2009 to 30 June 2010. The Committee was also informed that the budget proposal for the period from 1 July 2010 to 30 June 2011 will be submitted to the General Assembly during its sixty-fifth session. The Secretary-General therefore intends to request an additional commitment authority, with assessment, relating to requirements from 1 July 2010 to the time of approval by the General Assembly of the full budget proposal for 2010/11 (see also para. 22 below).

8. The Secretary-General indicates in paragraph 6 of his note that projected revised requirements include an additional $66,431,700 to provide for the increase in uniformed personnel, based primarily on a phased deployment and sustainment of 1,890 military contingent personnel and 1,500 police personnel (including 1,190 formed police personnel) and the deployment of contingent-owned equipment. Upon enquiry, the Advisory Committee was informed that troop- and police-contributing countries have been identified for 3,400 of the total 3,500 additional uniformed personnel authorized by the Security Council. As at 31 March 2010, 1,430 have been deployed to the Mission and the majority of the additional personnel were expected to be deployed before the end of May.

9. An additional $27,230,200 is required to support MINUSTAH staff, an amount which includes a financial assistance and compensation package applicable to MINUSTAH civilian personnel serving in Haiti, including 669 individual contractors; the payment of allowances to MINUSTAH international civilian personnel required to take a rest and recuperation break outside the Mission area, authorized by the Secretariat; the deployment of non-MINUSTAH staff on temporary duty assignment to augment Mission capacity and facilitate the mandatory rest and recuperation break; the provision of temporary living

accommodation for Mission personnel displaced from their homes; and the cost of memorial services held in honour of deceased personnel (A/64/728, para. 7).

10. Upon enquiry, the Advisory Committee was informed that the package of financial assistance measures for MINUSTAH totalled $14 million. The Committee was provided with information on the measures that have been put in place for each category of staff and the associated costs, as reflected in the table.

Assistance measure	*International staff*	*United Nations Volunteers*	*National staff*	*Individual contractors*
Funeral and associated costs	$10 000	$10 000	$2 000	$2 000
One-time rehabilitation grant			$2 500	$2 500
Loss of personal effects	$12 000	$12 000	—	—
Recovery and transportation of deceased family members	$28 000	$28 000	—	—
Evacuation allowance	$204 per day for 14 days	$204 per day for 14 days	—	—

In the absence of more specific information on the regulatory basis for these arrangements, the Committee considers these measures to be ad hoc in nature.

11. The Advisory Committee notes that there is no indication as to what exceptional measures were extended after the catastrophe to military and police personnel provided by Member States, in particular in relation to the rest and recuperation break outside the Mission. **Taking into account the experience with respect to MINUSTAH, the Committee points out that the General Assembly may wish to consider the issue of treatment of uniformed personnel in post-disaster situations.**

12. The Secretary-General indicates that estimated additional requirements of $20,249,900 are attributable to the replacement of damaged and destroyed equipment and supplies sourced mainly from strategic deployment stocks and systems contracts, the rental of specialized vehicles and equipment and initial requirements for the Mission's reconstruction programme. This includes an amount of $5 million required for repair and clearance of debris in current facilities, as well as initial design works for reconstruction efforts.

13. The Secretary-General points out that, as part of its response efforts, MINUSTAH has established a support office in Santo Domingo. The office is being used as the operating base for 200 Mission personnel and will also serve as a coordination and transport centre for both material and staff moving in and out of Haiti. Requirements for the establishment of the office amount to $4,430,000 for construction and operational costs associated with the office, including $2.5 million for construction and alterations and $1.6 million for communications and information technology systems and services.

14. Upon enquiry, the Advisory Committee was informed that the Mission, in its immediate response to the earthquake, set up a temporary office for the first month after the earthquake at the office of the International Research and Training Institute for the Advancement of Women (INSTRAW), which is the Mission's disaster recovery and business continuity site. INSTRAW accommodated all MINUSTAH

staff based in Santo Domingo for about three weeks after the earthquake. As a short-term measure, some offices in INSTRAW were used as office space for the MINUSTAH staff. The INSTRAW office has insufficient space for MINUSTAH, and in order to provide sufficient space for an expanded support office, a contract to lease space with the Marriott Courtyard hotel was agreed, while retaining INSTRAW as the disaster recovery and business continuity site and for office space for some MINUSTAH sections (Finance Section and some substantive offices). Other sections (such as Human Resources, Procurement and Claims) and substantive offices were moved to the Marriott Courtyard facilities.

15. These short-term arrangements were in place while MINUSTAH continued to search for more suitable, medium-term office space in Santo Domingo. INSTRAW and the Marriott would not be sufficient for the planned temporary accommodation of 200 MINUSTAH staff in Santo Domingo. In addition, the Marriott was available only as a short-term space. INSTRAW is expected to continue to house the disaster recovery and business continuity office, notwithstanding the establishment of a new office in another location in Santo Domingo. A site/building has been selected and secured near the airport in Santo Domingo as the new office location. Some minor alteration or renovation works have still to be completed before the MINUSTAH staff in the support office will be able to move to the site. Completion is expected by early May 2010.

16. The Advisory Committee was also informed that the continued requirement for the support office in Santo Domingo will be reviewed in the future and that discussions were ongoing with the Government of the Dominican Republic on the development of an appropriate memorandum of understanding.

17. In response to the increased risks of violent activities and crime within the country, the Secretary-General proposes to widen the scope of the existing community violence reduction programme to reach as many potentially at-risk communities as possible. It is therefore proposed to increase the approved amount of $3,063,900 for community violence reduction for the 2009/10 period by a further $11 million in order to immediately implement large-scale water management projects to reduce the risk of flooding and water-borne diseases. The programme will also expand existing community-based projects, including cash-for-work projects for the drainage and reinforcement of canals in preparation for the hurricane season, and earthquake-resistant multi-purpose community centres which will serve as humanitarian supply and coordination centres during the relief and recovery phase, and be transformed into government offices or community centres during the reconstruction phase (A/64/728, para. 10).

18. The Advisory Committee notes that, in accordance with resolution 63/294, $3 million was appropriated for quick-impact projects in the 2009/10 budget, that $1.1 million has been expended as at 31 March 2010, and that the Mission intends to proceed with implementing quick-impact projects. **The Committee encourages the Mission to continue to utilize quick-impact projects as a means of implementing small-scale community projects.**

19. **The Advisory Committee also expects that both the community violence reduction programme and the quick-impact projects will be carried out under established guidelines and in full complementarity with the activities of the United Nations country team.**

20. In his note, the Secretary-General indicates that the Mission will, to the greatest extent possible, meet its additional staffing requirements through the use of temporary duty assignments and existing vacant posts. However, in order to augment capacity in a number of critical areas for staff counselling, welfare and family support, the Secretary-General requests the approval of 24 temporary positions in the Mission and at United Nations Headquarters within the Field Personnel Division of the Department of Field Support, as follows:

(a) A temporary position of Director of Operations and Administration at the D-2 level, given the increased complexity of the operating environment in which support must be delivered to the Mission since the earthquake; the expansion of troop and police levels to 12,675 (including corrections officers); the immense medium-term reconstruction and normalization programme; the need for liaison with multiple actors including non-United Nations military forces; and the need for leadership of the support aspects of the comprehensive United Nations response. The position will provide an immediate strengthening of the senior leadership structure and reinforce the capacity in situ to manage this complex reconstruction and re-establishment operation;

(b) Eleven positions to reinforce staff counselling and welfare capacities in the Mission, including in Port-au-Prince (1 P-3, 1 National Officer, 2 Field Service and 1 National General Service), Santo Domingo (1 P-3, 1 National Officer and 1 Field Service), Gonaïves (1 Field Service), Les Cayes (1 Field Service) and Cap-Haïtien (1 Field Service);

(c) Twelve positions in the Field Personnel Division of the Department of Field Support to provide additional capacity in the areas of staff and family support functions (1 P-4, 2 P-3 and 1 General Service), medical services (1 P-3), special entitlements, travel and shipment (1 P-3 and 2 General Service), human resources information technology systems (1 General Service) and staffing and benefits administration (1 P-3 and 2 General Service).

It is indicated that costs related to the 24 temporary positions will be absorbed within the Mission's existing appropriation. The Secretary-General also indicates that a comprehensive review of staffing requirements will be undertaken in the context of the proposed 2010/11 budget.

21. **The Advisory Committee points out that the requested temporary positions should be seen as a short-term capacity to allow effective response to the immediate needs of the Mission. The Committee stresses that its recommendation for the approval of the commitment authority should in no way create expectation of automatic permanency beyond the time for which these positions are required. It therefore expects that, the future staffing requirements for the Mission will be thoroughly examined in the context of the planned comprehensive review and fully justified in the presentation of the budget proposal for 2010/11. Moreover, the Committee expects that, in presenting the review, the Secretary-General will pay special attention to functions that already exist in other areas and units of the Secretariat, in order to avoid overlap and duplication.**

III. Conclusion and recommendations

22. **The Advisory Committee notes that, since the proposed commitment authority arises late in the 2009/10 financial year, the appropriations for the requested additional resources would be considered in the context of the performance report for 2009/10, creating the unusual circumstance of retroactive approval of the budget. The Committee therefore recommends that the General Assembly request the Secretary-General to expedite the issuance of the performance report for that period for its consideration during the sixty-fifth session. Such a report should provide full details on the expenditure for the totality of resources related to the maintenance budget originally approved in resolution 63/294 and the revised estimates requested in the Secretary-General's note (A/64/728). The Committee also expects that the Secretary-General will submit the Mission's full budget proposal for the period from 1 July 2010 to 30 June 2011 for its review and approval by the General Assembly at the main part of the sixty-fifth session.**

23. The actions to be taken by the General Assembly are set out in paragraph 19 of the Secretary-General's note. **Bearing in mind its observations, the Advisory Committee recommends that the General Assembly authorize the Secretary-General to enter into commitments to support the immediate recovery, reconstruction and stabilization efforts of the Mission for the period from 1 July 2009 to 30 June 2010 in the amount of $120,641,800, in addition to the amount of $611,751,200 already appropriated for the same period for the maintenance of the Mission under the provisions of General Assembly resolution 63/294. The Committee also recommends that the General Assembly approve assessment of the amount of $120,641,800 for the period from 1 July 2009 to 30 June 2010, in addition to the amount of $611,751,200 already assessed for the maintenance of the Mission for the same period under the terms of the aforementioned resolution.**

24. **The Advisory Committee's recommendations as set out in the present report are without prejudice to any further recommendations that the Committee may make on future requests for posts and other resources for MINUSTAH.**

Annex

Projection of expenditure for MINUSTAH for 2009/10, based on expenditure to date

(Thousands of United States dollars)

	Expenditure year to date					*Projection of expenditure*					
Class of expenditure	*2009/10 appropriation*	*Current allotment 31 March 2010*	*Current expenditure 31 March 2010*[a]	*31 March Unencumbered balance*	*Incurred costs not yet recognized*[b]	*April expenditure*	*May expenditure*	*June expenditure*	*Total forecast expenditure*	*Expected end-of-year funds vs. current allotment*	*Expected end-of-year funds vs. appropriation*
Military contingents	196 036.7	147 386.7	142 677.1	4 709.6	13 408.3	21 856.4	21 756.8	21 574.1	221 272.7	(73 886.0)	(25 236.0)
United Nations police	57 961.6	57 961.6	42 764.2	15 197.4	—	6 935.6	7 149.8	7 119.6	63 969.2	(6 007.6)	(6 007.6)
Formed police units	32 690.7	25 690.7	29 634.6	(3 943.9)	2 548.8	7 889.1	7 892.0	8 189.1	56 153.7	(30 463.0)	(23 463.0)
Subtotal military and police	**286 689.0**	**231 039.0**	**215 075.9**	**15 963.1**	**15 957.1**	**36 681.2**	**36 798.6**	**36 882.8**	**341 395.6**	**(110 356.6)**	**(54 706.6)**
International	92 418.4	86 528.4	64 392.8	22 135.6	—	12 348.5	12 348.5	12 270.6	101 360.4	(14 832.0)	(8 942.0)
National	30 772.9	31 372.9	21 540.5	9 832.4	—	4 044.9	4 044.9	4 274.1	33 904.4	(2 531.5)	(3 131.5)
General temporary assistance	4 770.5	4 770.5	2 232.7	2 537.8	—	804.9	804.9	928.0	4 770.5	0.0	0.0
United Nations Volunteers	12 313.0	12 563.0	9 004.9	3 558.1	—	2 026.9	2 026.9	2 313.1	15 371.8	(2 808.8)	(3 058.8)
Subtotal civilian staff	**140 274.8**	**135 234.8**	**97 170.9**	**38 063.9**	—	**19 225.2**	**19 225.2**	**19 785.9**	**155 407.1**	**(20 172.3)**	**(15 132.3)**
Government-provided personnel	1 451.1	1 451.1	480.1	971.0	—	214.6	294.6	461.9	1 451.1	0.0	0.0
Consultants	214.9	214.9	79.2	135.7	—	—	65.0	70.7	214.9	0.0	0.0
Official travel	1 829.1	1 829.1	993.9	835.2	—	925.8	1 125.8	1 056.2	4 101.7	(2 272.6)	(2 272.6)
Facilities and infrastructure	84 991.9	113 329.9	86 168.3	27 161.6	1 466.9	5 873.4	6 412.1	7 285.5	107 206.2	6 123.7	(22 214.3)
Ground transportation	13 247.2	13 895.2	14 075.3	(180.1)	—	483.8	483.8	483.8	15 526.8	(1 631.6)	(2 279.6)
Air transportation	30 648.6	30 296.6	23 605.8	6 690.8	—	2 473.3	2 397.6	2 171.9	30 648.6	(352.0)	0.0

Class of expenditure	Expenditure year to date: 2009/10 appropriation	Current allotment 31 March 2010	Current expenditure 31 March 2010[a]	31 March Unencumbered balance	Incurred costs not yet recognized[b]	Projection of expenditure: April expenditure	May expenditure	June expenditure	Total forecast expenditure	Expected end-of-year funds vs. current allotment	Expected end-of-year funds vs. appropriation
Naval transportation	1 316.4	1 316.4	426.7	889.7	—	293.1	293.1	303.5	1 316.4	(0.0)	(0.0)
Communications	25 004.7	32 560.7	24 818.4	7 742.3	616.7	1 454.8	1 354.8	1 354.8	29 599.3	2 961.4	(4 594.6)
Information technology	7 004.3	21 424.3	9 528.9	11 895.4	—	325.1	325.1	325.1	10 504.3	10 920.0	(3 500.0)
Medical	6 921.3	7 921.6	4 755.4	3 166.2	405.7	1 038.2	1 038.2	984.1	8 221.6	(300.0)	(1 300.0)
Special equipment	3 325.4	3 325.4	2 111.4	1 214.0	277.1	454.4	454.4	457.3	3 754.7	(429.3)	(429.3)
Other supplies and services	5 832.2	14 912.2	11 770.6	3 141.6	—	3 154.4	3 454.4	3 565.3	21 944.7	(7 032.5)	(16 112.5)
Quick-impact projects	3 000.0	3 000.0	1 091.0	1 909.0	—	9.0	—	—	1 100.0	1 900.0	1 900.0
Subtotal operational costs	**184 787.4**	**245 477.4**	**179 904.9**	**65 572.5**	**2 766.4**	**16 700.0**	**17 699.0**	**18 520.1**	**235 590.3**	**9 887.1**	**(50 802.9)**
Mission total	**611 751.2**	**611 751.2**	**492 151.7**	**119 599.5**	**18 723.5**	**72 606.3**	**73 722.8**	**75 188.8**	**732 393.0**	**(120 641.8)**	**(120 641.8)**
End of month unencumbered balance				**119 599.5**	**100 876.0**	**28 269.7**	**(45 453.0)**	**(120 641.8)**			

By the end of May MINUSTAH is projected to have a funding deficit of $45.5 million.

Note: The level of appropriation and allotment is included in the table to indicate the use of approved resources following the earthquake of 12 January 2010.

[a] Including $35 million as at 31 March approved pre-encumbrances.

[b] Contingent-owned equipment and troop/formed police unit costs incurred by the Mission during March 2010 with obligations yet to be raised.